

Appendix 12: Maldon Local Development Plan – Hatfield Peverel – B1019 Maldon Road/B1137 Junction

1. Exploratory Meeting – Inspector’s Key Concerns (3 July 2014)

- 1.1 The Inspector published a note outlining his ‘Key Concerns’ regarding the submitted Local Development Plan, in which he referred to the B1019/B1137 junction at Hatfield Peverel:
- Paragraph 24 – improvements at the B1019/B1137 junction and the efficacy of interim traffic reduction measures.
 - Paragraph 31 – there is no reference to when highway works at Hatfield Peverel will be provided.
 - Paragraph 35 – there is no indication regarding the works required at Hatfield Peverel, the costs involved, and potential impact on the viability of development at North Heybridge.
- 1.2 In his letter dated 7 July the Inspector agreed to temporarily suspend the examination for approximately 3 months in order that Maldon District Council (MDC) could undertake additional work to strengthen the existing evidence base, and address some of the key concerns identified and discussed at the Exploratory Meeting (3 July).
- 1.3 This briefing note seeks to provide some clarification regarding work undertaken to assess the implications of growth on the junction, and related issues arising from these assessments. The highway assessments completed by Essex County Council (ECC) regarding the B1019 / B1137 junction at Hatfield Peverel noted that the performance of the B1019 / B1137 junction is already a concern, and growth allocated within the LDP will exacerbate this situation. However, there is currently no viable solution available to provide works to mitigate against the potential impacts of future growth. A new junction to the A12 from the B1019 bypassing Hatfield Peverel would provide the most effective solution, however the significant costs associated with this scheme require long term engagement between a number of organisations to consider this further. In the short term, ECC has recommended providing incentives to increase public transport use in the Maldon and Heybridge area.

2. Duty to Cooperate Statement of Common Ground on Strategic Highways Issues associated with the Maldon District Local Development Plan

- 2.1 Guidance issued on the 6 March 2014 in the Planning Policy Guidance (PPG) stresses that close cooperation between District Councils and County Councils in two tier areas is critical to ensure that both tiers are effective when planning for strategic matters. Since 2010 ECC has undertaken a considerable amount of highway modelling on various iterations of the Maldon District Local Development Plan (LDP) in partnership with MDC. This has included the following assessments:
- Impact of Potential Core Strategy Sites on Existing Junctions Report (2010)
 - Assessment of Impact of Proposed Development Sites in Heybridge, South Maldon and Burnham on Crouch (May 2013, EB004a)
 - Further assessment of the impact of proposed development sites in Heybridge and South Maldon on Highways Network (November 2013, EB004c)
 - Technical Note – Impact of Proposed Development Sites in Heybridge and South Maldon on the Wider Highway Network (December 2013, EB004b)
 - Reallocation of 335 Dwellings from South Maldon to Heybridge (January 2014, EB065)
- 2.2 A Statement of Common Ground (SOCG) on highway matters has been signed by MDC, Braintree District Council (BDC) and ECC, with agreement in principle to the following:

- Proposed growth in the LDP will exacerbate existing levels of congestion at the B1019/B1137 junction.
- ECC, MDC and BDC will continue to work in partnership to identify appropriate highway solutions to reduce congestion at the B1019/B1137 junction.
- All parties will work together to seek to reduce the amount of traffic using the B1019 through projects which encourage the use of sustainable transport options.
- All parties will work together to promote future strategic highway improvements to provide an effective long term solution to relieve congestion at the B1019/B1137 junction.

2.3 The following will summarise the highway assessments undertaken to date, and the issues that have arisen.

3. Assessment of the impact of proposed development sites in Heybridge and South Maldon on Hatfield Peverel

3.1 The November 2013 report (EB004c) considered the impact of the preferred strategy of 1,000 dwellings at North Heybridge Garden Suburb; 1,250 dwellings at South Maldon Garden Suburb; 220 dwellings at Strategic Allocations and 900 dwellings at Burnham on Crouch on the highway network. A supplementary report (June 2013) considered a range of options to accommodate an additional 700 dwellings at strategic locations around the District. This report considered the potential impact of at least 1,700 dwellings at North Heybridge. Consideration was also given to the wider impact of growth, and in particular the junction at Hatfield Peverel. Consideration has also been given to the potential impact of the reallocation of 335 dwellings from South Maldon to North Heybridge.

3.2 The methodology used by Essex Highways has previously been used to inform other Core Strategy documents in Essex, and which is supported by the Highways Agency and has not been questioned at previous Local Plan examination. The modelling undertaken is considered to be robust in that it has been informed by:

- Up to date fully classified turn counts and queue length surveys (October 2013)
- Future traffic flows (at 2026) from North Heybridge have been based on a spreadsheet model plus a Transport Assessment to support the Oval Park application at Langford by Waterman Boreham Ltd in March 2012

3.3 The trip rates used in this evaluation are consistent with those used in the previous studies to support the LDP, and use the TRICS database. These are average trip rates (rather than the commonly-used 85th percentile rates) as it has been assumed that any development will be accompanied by a comprehensive package of sustainable transport measures, such as new or improved public transport services and facilities, connections to the local pedestrian and cycle networks, the promotion of Smarter Choices and a detailed travel plan to encourage the use of non-car modes of travel.

3.4 The number of trips generated from planned development at North Heybridge along the B1019 could be considered a 'worst case' scenario in that 75% of all trips from Maldon are assumed to use the Hatfield Peverel junction, and have been incorporated into the assessment of observed turning proportions. In reality, it is likely that more than 25% of journeys will either use the B1018 Witham Road to travel northwards, or be lost to the minor road network between Langford and Hatfield Peverel.

4. Existing Layout Assessment

4.1 The November 2013 assessment (EB004c) identified the following outputs at the 2026 Background scenario, including the growth identified in the Local Plan:

- In the AM peak, the junction is currently at capacity with a tendency for queues on the B1019 Maldon Road arm while the other arms perform satisfactorily.
 - In the PM peak, excessive delay is shown on the B1137 The Street western arm, while both the other arms perform acceptably. However, the observed queues undertaken by Essex Highways (EH), while representative in the AM peak, during the PM peak indicate that the software is exaggerating the delays on The Street Western arm. It should be noted that delay on the ‘major’ arm of a mini-roundabout identified by the software can be unreliable, especially once a ratio of flow to capacity (RFC) exceeds 1.0.
- 4.2 In the 2026 post-development scenario, taking into consideration the software issues, it is still evident that the junction will encounter notable delays in its current format.
- AM peak period – this is least affected by the software tendencies, and clearly shows an increase in delays on the B1019 Maldon Road approach.
 - PM peak, delays would be expected to increase on B1137 The Street western arm as there is more development traffic likely to approach from this direction, but it is considered that the assessment once again notably exaggerates the likely overall impact of the Heybridge and Maldon development traffic on the junction.
- 4.3 It is, nevertheless, reasonable to conclude that the level of demand at the junction will lead to congestion in 2026 unless additional capacity can be made available at the junction or more attractive alternative routes become available.
- 4.4 In terms of possible mitigation, the options at the junction are considered limited. The junction was upgraded from a priority junction to a mini-roundabout a few years ago and this improved access from the B1019 Maldon Road arm. Potential mitigation options are restricted due to minimal land availability due to the presence of private residences and the Duke of Wellington pub.
- 4.5 It is considered that the only option for improvement at the junction is signals, although any option would face a number of constraints:
- insufficient space to accommodate a signal-controlled junction at this location.
 - Footways are below 1.4m at the junction, and considered too narrow for signal posts.
 - HGVs turning south into B1019 Maldon Road from A12 already encroach on to the opposing lane. Signals would require wider turns to avoid signals and stoplines would require setting back.
 - Due to the proximity of the A12/B1137 slip road to the east of the junction (approximately 200m), any signals would have to be designed to minimise any queuing on that arm and this would reduce the potential to improve capacity of the two other arms of the junction. Any queuing beyond 30m could extend onto the southbound A12 offslip.
- 4.6 The signalised junction results indicated that, in 2026 post-development, significant delay can be expected even with the addition of the right turn lane at the junction. On this evidence, therefore, it is unlikely that signals would provide an acceptable solution to the junction and other options should be sought.
- 4.7 In the short term, to manage traffic additional work is being undertaken between MDC, ECC and Countryside Properties to identify interim measures involving traffic management and bus based public transport initiatives. These will be progressed, as identified in paragraph 2.17 – 2.18 of the Position Statement. Such work is planned to be reported by the end of October 2014.

5. New Junction – A12

- 5.1 A new junction on the A12 could possibly alleviate potential future congestion problems at the junction. This option has not been explored in detail, but would be likely to entail realigning the existing B1019 Maldon Road to link with a junction between the B1389 southbound onslip and the B1137 offslip at Hatfield Peverel. Preliminary estimations have put the cost of such plans at a minimum of £40 million; this option has not been pursued in modelling terms.

6. SELEP Local Growth Fund

- 6.1 Essex County Council submitted a Chelmsford Connectivity bid to the South East Local Economic Partnership (SELEP) for Local Growth Fund monies. The bid included the A414, B1019 corridors from Maldon to Chelmsford (as well as the A131 corridor from Braintree to Chelmsford), and covered a package of measures to reduce congestion and improve journey times.
- 6.2 The scope of the B1019 Maldon to Chelmsford Route Based Strategy includes the B1019 Langford Road/B1018 Heybridge Approach and B1019 Maldon Road/B1137 The Street, Hatfield Peverel junctions, with the potential for investigation into a new access from the B1019 onto the A12. Whilst this part of the bid has not been prioritised in the short term, it remains in the longer term LEP programme and ECC and partners will continue to lobby for improvements along this corridor.

7. Conclusion

- 7.1 The junction in Hatfield Peverel currently has significant land constraints and is predicted to exceed capacity notably post-development in 2026. Even if the acquisition of land on the north side of the junction were possible, a signalised layout is unlikely to address the issue. A solution in this location therefore remains outstanding and work towards identifying a suitable scheme, which could be funded through the CIL, needs to be undertaken during the LDP period. ECC, MDC and BDC have agreed in a signed Statement of Common Ground to work in partnership to lobby relevant bodies regarding the need for a strategic solution. In the meantime, in the absence of any new schemes, it is necessary to manage demand at the junction as much as possible by maximising incentives to use alternative, more sustainable modes of transport from the proposed development sites. The Position Statement (paragraph 2.18) regarding North Heybridge indicates that relevant parties will provide additional information regarding short term measures to manage traffic by the end of October 2014.